



City of Indianapolis 1999 CAPER

EXECUTIVE SUMMARY

The City of Indianapolis receives funding from the United States Department of Housing and Urban Development (HUD) to address the housing and community development needs of the Indianapolis community. In order to apply for these funds, the City must complete a Consolidated Plan, a five year planning document which examines the current needs in the community and sets forth a strategy to meet those needs. At the close of each program year, the City completes a Consolidated Annual Performance and Evaluation Report (CAPER) summarizing the steps that were taken during the last year to meet the objectives identified in the Consolidated Plan.

In 1999, the City completed the fifth and final year of the 1995-1999 Consolidated Plan. As a result, this CAPER will not only detail last year's accomplishments, but it will also summarize the progress that was made throughout the entire five-year consolidated planning period.

Activities included in this report were funded by four federal programs: the Community Development Block Grant (CDBG) Program, the HOME Investments Partnership (HOME) Program, the Emergency Shelter Grant (ESG) Program, and the Housing Opportunities for Persons with AIDS (HOPWA) Program. Together, these programs represented nearly \$17 million in HUD funding in 1999.

Funding Source	Amount
Community Development Block Grant	\$11,478,000
HOME Investments Partnership Program	\$4,531,000
Emergency Shelter Grant	\$407,000
Housing Opportunities for Persons with AIDS	\$579,000
TOTAL	\$16,995,000

Activities

As described in further detail below, these four grants allow the City to participate in a wide array of housing and community development activities.

Housing

Preserving the current stock of affordable housing and creating new units for low- and moderate-income individuals were the primary goals established by the Consolidated Plan. In 1999, the City made significant contributions toward these goals, by preserving 334 units and creating an additional 139 affordable units. To maintain existing units, the City supported homeowner repair programs that allowed community development corporations (CDCs) to assist homes in need of relatively minor rehabilitation. Efforts to create new units included the total rehabilitation of existing structures and the new construction of others, both for homeownership and for rental properties. In total, more than \$5,243,000 were invested in housing activities.



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Community Development and Public Services

In addition to supporting housing, a percentage of funds were used for other public service and community development activities. In 1999, approximately \$3.1 million were invested in public service activities, including senior services, neighborhood capacity-building and youth activities. An additional \$3.6 million was allocated to economic development and code enforcement efforts.

Geographic Distribution

In accordance with the recommendation of the Consolidated Plan, housing and community development activities were concentrated in Center Township and in surrounding neighborhoods that are urban in nature in 1999. Other areas receiving assistance include the far eastside community and the Crooked Creek neighborhood, northwest of downtown.

The following map shows the principal areas that received funding in 1999. Most housing activities were carried out by local community development corporations (CDCs). These non-profit corporations are community-based, with a defined geographical service area as shown on the map. Several other housing organizations serve low and moderate individuals county-wide, including Community Action of Greater Indianapolis and CIOCA: The Access Network. Most public services, while based in Center Township, are available to citizens county-wide.

In addition to the activities that took place throughout Center Township and the surrounding area, the City supported several initiatives which were carried out in particular neighborhoods in 1999:

- The Home Repair Collaborative – Last year marked the first year of a two year pilot program to coordinate the efforts of thirteen organizations providing home repair services to the City's near west side. Through this initiative, CDBG funds awarded to Westside Community Development Corporation were leveraged with in-kind assistance from other partnering organizations and private loan dollars from the Indianapolis Neighborhood Housing Partnership.
- The Home Ownership Zone – In 1999, over \$700,000 of CDBG funds were invested in the development of a Homeownership Zone in the King Park area. Over the next several years, over 300 homes will be rehabilitated or constructed within this area.



Map of Indianapolis showing Community Development Corporations by Activity. The map is divided into several colored regions: yellow for 'Homeowner Repair Only', light yellow for 'New Homeownership Only', orange for 'Homeowner Repair and New Homeownership', dark orange for 'Homeowner Repair and Rental', and green for 'Homeowner Repair, New Homeownership and Homebuyer Subsidies'. Specific areas labeled include MARTIN LUTHER KING, UNITED NORTH WEST, WESTSIDE, WEST INDY, CONCORD, SEND, RILEY AREA, KING PARK, MARTINDALE BRIGHTWOOD, UNITED NORTH EAST, and MAPLETON FALL CREEK. Major streets like I-465, I-70, and I-24 are shown. A legend, date (October 1999), producer (The Dept. of Metropolitan Development), data source (The City of Indianapolis), and a compass rose are included.



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ASSESSMENT OF FIVE YEAR GOALS

In 1999, the City completed the fifth and final year of its original Consolidated Plan, which was in effect since 1995. This Consolidated Plan contained a list of five objectives to address the City's housing and community development needs and identified strategies for the City to carry out with its HUD funding in order to accomplish these goals. The table on the following page summarizes these objectives and strategies and illustrates the progress that has been made towards each on an annual basis.

As the following table demonstrates, with the achievements of 1999, the City surpassed four of the five goals outlined in the Consolidated Plan. The affordable housing stock was increased by more than 2,636 units, approximately 280 low-income individuals were placed in jobs each year and homelessness was addressed by the City's development of a Continuum of Care Plan.

At the end of the five year period, the City exceeded its first goal of increasing the supply of rental housing units by 16%. The second goal, to preserve homeownership by providing repairs to help individuals remain in their homes, was surpassed by 92%. Given the continued demand for this service, it is evident that the original goal was insufficient. The fourth and fifth goals were not specifically tied to a particular number of units but required the City to complete a plan for addressing homelessness and to offer supportive services to low-income individuals. The completed homeless plan has allowed the City to compete annually for federal homeless programs and the City has offered a wide variety of supportive services to address the non-housing needs of the community.

The third goal, to increase homeownership, has not yet been met. The City fell short of its five-year goal by 30%. As a result, the City has renewed its commitment to this goal in the 2000-2004 Consolidated Plan, which calls for an additional 700 homebuyer opportunities to be created. Some of these units will be created in the Homeownership Zone, a local initiative to create over 300 units for homeownership in a neighborhood in the King Park area. Additionally, the City has allocated dollars to the Indianapolis Neighborhood Housing Partnership in order to increase homebuyer opportunities throughout Marion County.

The City, in partnership with the many community development corporations, social service providers, and other neighborhood-based organizations that deliver services to the community, has been successful in achieving the objectives of the 1995-1999 Consolidated Plan. The experience of the past five years proved invaluable as the City identified goals for the next Consolidated Plan.



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CONSOLIDATED PLAN ACCOMPLISHMENTS

5 Year Objective	Strategy	5 Year Goal	1999	5 Year Total	% of 5 Year Goal Met
Increase supply of rental housing (Targeting the 0-50% MFI Group)	1) Rehabilitate Rental Housing 2) Rental Assistance (payments) 3) Support Services	1855 Units	104 Units	2,150 Units	116%
Preserve Homeownership (Targeting the 0-80% MFI Group)	Homeownership Repair	1040 Units	334 Units	2,003 Units	192%
Increase Homeownership (Targeting the 50-80% MFI Group)	1) Acquire and rehabilitate units for sale; construct units for sale 2) Acquisition/Permanent Financing (non-governmental) 3) Support Facilities and Services	695 Units	96 Units	486 Units	70%
Prevent Homelessness	Produce Continuum of Care Plan	Completed Plan	N/A	N/A	100%
Support Community Development Initiatives	1) Provide funding for job training and other social services	No defined goal	209 Job Placements 4,303 Youth Served 4,391 Seniors Served	N/A	N/A



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HOUSING ISSUES

HUD requires the City to review the actions undertaken in 1999 to address a variety of housing issues, including fostering fair housing, maintaining affordable housing, improving public housing and eliminating lead-based paint hazards.

Actions Taken to Affirmatively Further Fair Housing

The City of Indianapolis' Analysis of Impediments to Fair Housing Choice was last revised in November of 1998. This document identifies impediments to fair housing choice, discusses positive practices in fair housing and details the goals and recommendations to overcome the identified impediments that are within the local unit of government's control to influence.

The analysis identifies the following impediments to fair housing choice: the City's planning and zoning process, location of support services, a decreased number of project-based Section 8 units and the poor credit history of loan applicants. Each of these impediments is described briefly below.

Planning and Zoning Process

Developing land use plans and rezoning are public processes that are lead by neighborhood and comprehensive planners and include neighborhood groups and resident participation. It is sometimes difficult to convince the public of the rational need for higher density housing in their neighborhood. If high density housing is not permitted in a particular area, it is often unlikely that affordable rental housing will be developed. There are examples of communities in Indianapolis that have chosen to maintain a very low density residential development. Should a land use plan include higher density housing, there is no guarantee that such development will occur. Many times such development requires a zoning change, which is also a public process. Public boards, such as the Zoning Board and the Metropolitan Development Commission (MDC), make all decisions regarding zoning changes. The public is invited to MDC hearings to provide comments and opinions on any given zoning request. The MDC makes decisions on a case by case basis depending upon the merits of each case.

Support Services

The Social Asset and Vulnerability Indicator, a database of local statistics, contains the locations of several relevant services that can impact the quality of life in a neighborhood. This information indicates that most of these services are located in Center Township. A potential developer may question the marketability and appropriateness of affordable housing for low-income families outside of Center Township if these families will be unable to easily access needed supportive services.

Project-based Section 8 Housing

In 1997, HUD Secretary Andrew Cuomo announced an initiative to address poorly maintained, substandard project-based Section 8 housing, which has lead to the closing of some apartment buildings in Indianapolis. In addition to this initiative, there are several project-based Section 8 contracts that have expired or will soon expire. This could also reduce Indianapolis' project-based Section 8 inventory. Since the number of units is decreasing, housing choice in Indianapolis is also decreasing.



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Poor Credit History

The Home Mortgage Disclosure Act data documents lending activities of mortgage companies and banks in a given year. This data indicates that poor credit history is the greatest barrier to securing a home mortgage loan for loan applicants regardless of race. For minority and non-minority applicants of government-assisted loans, as income increases, the percentage of applicants denied for credit problems increases.

The chart below summarizes the goals and objectives outlined in the Analysis of Impediments as well as the actions taken in 1999 to work towards minimizing the impediments to fair housing choice.

STATEMENT	GOAL	ACTIONS TAKEN IN 1999
Fair housing choice will be expanded when the community, public, and private sectors agree on an approach to improve the quality of life in Center Township.	Affect long-standing, institutionalized systems, like the public housing system, school system and decentralized banking systems through planning.	<ul style="list-style-type: none"> The City has participated in the Home Repair Collaborative, which was a pilot project in 1999, which included the collaboration of thirteen organizations to effectively and strategically provide repairs and other services to existing homeowners.
Education and information in reference to fair housing provisions are crucial to the elimination of discriminatory practices.	Publish and distribute fair housing information to housing providers and consumers.	<ul style="list-style-type: none"> The City provided \$10,000 HOME funds to the Indianapolis Housing Agency to purchase landlord training guides and to publish tenant brochures that were distributed at landlord and tenant training sessions and other housing events held throughout the year. Fair Housing advertisements were broadcasted on the public channel 16. A phone number for Fair Housing-Discrimination was published in the government section of the phonebook.
Interagency planning and coordination of fair housing initiatives could result in a more effective service delivery and creative approaches to fair housing programs.	Meet regularly with public and private housing service providers with specific agenda of ensuring fair housing choice.	<ul style="list-style-type: none"> The City's Planning Division completed a study to evaluate the supply of accessible housing in Indianapolis. The City provided \$5,000 HOME funds to the Local Initiatives Support Corporation to study the demand for accessible housing in Indianapolis.
Continuing research regarding the City's regulatory and financial structure is needed to aid program development.	Research and recommend enhancements to existing programs and development of new programs affecting affordable housing production/fair housing choice.	<ul style="list-style-type: none"> The City implemented a residential tax abatement program for individuals buying a new home or providing major rehabilitation to their existing home in Center Township. The application process was simplified in 1999 to make it more accessible. The City granted \$300,000 to the Indianapolis Neighborhood Housing Partnership to provide downpayment assistance and direct homebuyer subsidies to low/moderate income families purchasing homes throughout Marion County.



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Affordable Housing

The Indianapolis Housing Task Force Report completed in 1998 stressed the need for creating and maintaining affordable housing for low-income persons. As a result, affordable housing continued to be the top priority for the use of CDBG and HOME funds in 1999. Through investments in the construction of new units and the rehabilitation of units for homeownership and rental projects, the City created a total of 139 affordable units. With the use of homebuyer subsidies, the City was able to buy-down the price of 43 homes to make them affordable to low and moderate income homebuyers. An additional 296 affordable units were maintained through rehabilitation initiatives.

For the past several years, an additional challenge to maintaining affordable housing in the Indianapolis community has been the potential loss of project-based Section 8 housing units. As contracts for these units, which are subsidized by the federal government in order to maintain affordability, expire over the next ten years, the City risks losing as many as 3,350 project-based units. In 1999, the City began assisting owners of project-based units in an effort to refinance the expiring contracts in order to maintain quality, affordable units. These efforts will continue throughout the next several years.

Public Housing Initiatives

The City and the Indianapolis Housing Agency continued to work together to address affordable housing issues in Indianapolis. In 1999, the City awarded \$10,000 of CDBG funding to the Community Organizations Legal Assistance Program (COLAP) which provided pro bono legal advice to resident councils of IHA communities. In addition to providing assistance in housing matters, COLAP assisted residents in starting up individual corporations and helped some resident councils attract businesses to their communities.

Additionally, the City continued to provide assistance for programs offered to senior residents of the IHA communities. With an award of \$41,000 in CDBG funding, the housing agency was able to assist 130 elderly residents with support services including case management, transportation, wellness and employment placement. IHA also used these dollars to provide socialization activities which helped to prevent isolation common among the elderly.



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Lead-Based Paint Hazard Reduction

In 1999, all homeowners receiving housing repairs were notified of lead-based paint hazards and were required to sign a lead-based paint hazard notification form. During on-site monitoring visits, City staff reviewed client files to verify that homeowners did in fact sign the notification forms. All construction completed with federal funds met lead-based paint requirements.

The City, in partnership with the Marion County Health Department, Technical Training Services, and Community Development Corporations located within the Enterprise Community, submitted a second request for federal lead-based paint funding to establish a lead-based paint control program in the Indianapolis Enterprise Community. Marion County data collected in 1998 revealed that the majority of children with elevated blood lead levels live within the Enterprise Community. The proposed program focused on eligible, owner-occupied housing units with children under six years of age and includes lead-based paint abatement, training individuals to perform lead hazard control activities, and organizing lead hazard educational programs. Although the City was not awarded funding through this application, it will continue to address lead hazards.

Also in 1999, two City staff members attended an environmental assessment training sponsored by HUD. This five day training on environmental issues, concerns and processes included a half day training on lead hazards. In late 1999, HUD revised the lead-based paint regulations. The City will be sending five persons to a three day training in May 2000 to ensure that the City is in compliance with the revised requirements.



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SPECIAL NEEDS

HUD requires that the City examine the steps that it took during 1999 to address the necessities of various special needs populations including the homeless, the physically or mentally disabled, the elderly and persons living below the poverty level.

Homeless

The Continuum of Care plan is a coordinated approach to address the physical, economic, and social needs of the homeless population through the provision of emergency shelter, transitional and permanent housing, and supportive services. The development of this plan warrants a thorough examination of the needs presented in a community and the services available to meet those needs.

In 1999, DMD engaged in a second year partnership with the Coalition for Homeless Intervention and Prevention to update the results of the 1998 Homeless Summit which allowed the community to prioritize the needs of this population. After prioritizing these needs, the City solicited proposals that were examined by a review team to determine which applications best met the established priorities. The City then submitted an application to HUD for funding for these programs.

In 1999, the City applied for \$3,836,025 under the Supportive Housing and Shelter Plus Care Programs, and received a total of \$3,445,768. These funds will assist fourteen local project sponsors in serving the needs of the homeless through transitional and permanent housing, and the provision of a wide array of supportive services.

Underserved Needs

The 1995-1999 Consolidated Plan identifies the following populations as underserved: elderly, mentally ill, developmentally disabled, physically disabled, those with alcohol and/or drug addictions, and persons with HIV/AIDS. The City utilized a portion of its entitlement funds to address the needs of these populations.

The City invested approximately \$2.3 million to assist low/moderate income homeowners with repairs to their homes. Sixty percent of the homeowners assisted in 1999 were elderly. Many elderly homeowners live on fixed-incomes that do not allow them to properly maintain their homes. In addition to providing seniors with housing repairs, the City allocated \$539,000 CDBG funds to senior services including: senior employment, transportation, social activities, financial management assistance, and health services.

The City awarded HOPWA funds to the Damien Center and Salvation Army to provide services to persons diagnosed with HIV/AIDS. In 1999, 2,405 people with HIV/AIDS received housing and supportive services such as tenant-based rental assistance, project-based rental assistance, resources identification, and case management.



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Many of the underserved needs were met with funding through the Supportive Housing Program, which provides housing and services to the homeless. Many of the programs funded with the Supportive Housing Program target homeless individuals who are mentally ill or addicted to alcohol and/or drugs. These programs are part of the Continuum of Care, which is discussed above.

Anti-Poverty Strategy

The City was involved in a variety of initiatives to reduce the number families living in poverty in Indianapolis. The City provided grant funds to expand employment opportunities, assist with removing barriers to employment and addressed the needs of the homeless population.

In 1999, the City invested more than \$800,000 CDBG funds for employment training, job placement and retention services to nearly 289 people through the Indianapolis Private Industry Council, Keys to Work, and Metro Church. These people not only received job training and placement services, but many participants also received assistance with transportation and childcare which have proven to be barriers for individuals trying to maintain employment.

Additionally, the City partnered with the Indianapolis Foundation and Lilly Endowment to offer grants to organizations operating summer youth programs. The City contributed \$125,000 CDBG funds to this effort. These programs offered educational, social and physical activities and provided a safe place for parents to leave their children allowing them to continue to work in the summer months while children were out of school.

Finally, grant funds including \$133,000 CDBG, \$417,000 ESG, and other Supportive Housing Program funds were used to assist homeless individuals and families. Specifically, funds were used for operating expenses of shelters, homelessness prevention, creating and maintaining transitional housing units and supportive services. Supportive services include employment training, life skills training, childcare, substance abuse treatment, and transportation.



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INSTITUTIONAL STRUCTURE AND COORDINATION

HUD requires the City to examine the institutional structures through which activities are carried out and administered, to discuss any gaps in the system and to identify steps that have been taken to address those gaps.

Gaps in Institutional Structure

In late 1997, the City established grants management teams consisting of, at minimum, a manager, a program coordinator, and an analyst in an effort to provide regulatory oversight, financial administration, and monitoring of its entitlement grants. These teams are operating in a manner consistent with HUD requirements. In late 1999, a grant manager position was established to lead a monitoring effort to allow City staff to concentrate more heavily on overall program effectiveness. This person will train program coordinators to analyze the data gathered from monitoring visits and revise the current monitoring form to foster discussion between program coordinators and project sponsors to evaluate the effectiveness of grant-funded programs.

To address another gap in the institutional structure, the City participated in the Home Repair Collaborative, a pilot program on the near west side of Indianapolis to better serve homeowners in need of housing repairs. This program consists of the collaboration of Westside Community Development Corporation and twelve other organizations that offer housing-related services to low-income homeowners. Most organizations providing these types of services work from very lengthy waiting lists. This program should reduce the number of homeowners waiting from year to year for housing repairs. Once an owner is identified, an analysis is done to determine the scope of work to be completed and what organization can best serve the client. This first year was a learning experience for the collaborative. The pilot program will be expanded in 2000 to include a community development corporation with a different level of capacity. The collaborative was also awarded a grant from the federal Economic Development Initiative account for further implementation of the pilot program.

Coordination

In order to accomplish community development goals and achievements, coordination with various organizations is crucial. The City coordinates with a variety of organizations to improve the quality of life in Indianapolis. The following chart includes many of the groups that partner with the City and describes the relationships between these organizations and the City.



HOUSING AND COMMUNITY DEVELOPMENT PARTNERS

Organization	Relationship
Coalition for Homelessness Intervention and Prevention	Coordinated the Continuum of Care SuperNOFA process.
Community Development Corporations	Performed housing rehabilitation and construction activities with CDBG and HOME funds.
Community Housing Development Organizations	Performed housing rehabilitation and construction activities with HOME funds.
Emergency Shelters	Provided essential services and homelessness prevention.
Enterprise Community Advisory Board	Collaborated with the City to continue implementation of the programs identified through the EC application.
Front Porch Alliance	Participated in capacity building efforts of faith-based organizations and assisted with award process for summer youth projects.
Home Repair Collaborative	Participated in a pilot program including thirteen organizations to provide home repairs to low-income homeowners.
Homeownership Zone Steering Committee	Assisted City with implementation of the Homeownership Zone development.
Indiana Housing Finance Authority	Leverage HOME dollars with tax credit support for rental housing and assisted the City with implementing the Mark to Market Program.
Indianapolis Housing Agency	Collaborated with City to address affordable housing issues in Indianapolis.
Indianapolis Housing Strategy Task Force	Began implementation of the recommendations from the report published in 1998.
Indianapolis Neighborhood Housing Partnership	Provided leverage to City-supported housing projects.
Indianapolis Private Industry Council (IPIC)	Oversaw employment and training activities delivered through neighborhood based entities.
Local Initiatives Support Corporation	Provided leverage to City-supported housing projects.
Neighborhood Associations	Coordinated neighborhood development efforts and provided community-building activities.
Private Foundations	Provided leverage to City-supported summer youth projects.
Supportive Services Providers	Provided social services to low- and moderate income individuals.



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PROGRAM SUMMARIES

Each HUD entitlement program has a set of regulations that guides the use of its funds. Therefore, HUD requires the City to examine each program separately, in order to demonstrate the way in which that program complied with federal regulations and also the extent to which it achieved the goals set forth in the Consolidated Plan.

Community Development Block Grant

Relationship of CDBG Funds to the Consolidated Plan

CDBG is the largest and most flexible housing and community development program that the City of Indianapolis administers. This program can be used to support housing, economic development and social services benefitting low and moderate income individuals and to undertake activities which eliminate slums and blight. As a result of these flexibilities, CDBG funds are an integral tool to address the many of the strategies outlined in the Consolidated Plan. The following section identifies each objective and indicates how CDBG funds were invested to address it in 1999.

Objective 1: Increase the Supply of Rental Housing

The City primarily allocates HOME funds toward the goal of increasing the supply of rental housing. In 1999, however, CDBG funds also supported a number of rental projects. For example, \$150,651 was invested in necessary infrastructure improvements in the North Oaks of Broad Ripple Lakes rental project. An additional \$150,000 was used to repair common areas in the Phoenix Apartments.

CDBG funds were also used to undertake a rental rehabilitation pilot project in the West Indianapolis Development Corporation service area. Through this pilot initiative, owners of rental units were given grants for up to \$5,000 to improve those units. Owners had to provide matching dollars for each award given. The City invested nearly \$40,000 of CDBG funds in order to rehabilitate eight rental units.

Objective 2: Preserve Homeownership

Preserving homeownership by repairing owner-occupied homes has consistently been the highest priority for CDBG funds. In 1999, \$2,334,517 were allocated to community development corporations and other non-profit housing organizations for the completion of repairs to 268 homes. This investment represents 20% of the City's annual CDBG entitlement. Many of these development organizations, however, were able to leverage dollars to complete more units than anticipated with the CDBG awards available. As a result, a total of 288 homeowners actually received assistance in 1999.

In addition, the City participated in the Home Repair Collaborative, a pilot project taking place on the west side of Indianapolis. CDBG funds awarded to Westside Community Development Corporation were leveraged with private dollars from Keep Indianapolis Beautiful, the Indianapolis Neighborhood



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Housing Partnership, and other partners in this initiative in order to create a large home repair impact in the area.

Objective 3: Increase Homeownership

CDBG and HOME funds were combined in order to increase the number of homeownership opportunities available to low and moderate income individuals. Community development corporations acquired and rehabilitated unoccupied houses and constructed new units in order to provide opportunities for homeownership. The CDBG program invested \$200,020 in order to construct or rehabilitate fourteen new units. An additional \$200,000 was spent by the United Northwest Area Development Corporation and the Indianapolis Neighborhood Housing Partnership to provide direct assistance, in the form of mortgage buy-downs or assistance with closing costs, to thirty-five homebuyers.

Objective 4: Prevent Homelessness

The strategy to meet the fourth objective of the Consolidated Plan was to create a local Continuum of Care Plan. This goal was actually completed prior to 1999; however, the City continues to invest CDBG funds in the prevention of homelessness. In 1999, the City allocated \$130,000 to the Coburn Place transitional housing facility for thirty-five victims of domestic violence. An additional \$40,000 was awarded to create housing for four homeless veterans.

Objective 5: Support Other Community Development Needs

The final objective in the Consolidated Plan did not address one specific need, but rather a conglomeration of community development and economic development needs. Under this objective, CDBG funds were used to support a variety of activities, including economic development efforts, neighborhood empowerment initiatives, and the provision of social services.

Two on-going economic development projects received CDBG funds in 1999. The City spent \$853,000 of CDBG dollars in the I-70/Keystone area in order to acquire and clear land to be redeveloped for future use as an industrial park. The City's relocation specialist was assigned to this project to insure that all individuals being moved from the area found comparable or better housing elsewhere. Nearly \$100,000 was invested in the area of 16th and MLK to support the City's efforts to clear the blight from this area and redevelop it for future use. Additional dollars were invested in the Unsafe Buildings and Brownfields Programs, both of which are designed to eliminate unsafe conditions. In 1999, 895 buildings were boarded and 223 were demolished under the Unsafe Program.

The City also used funds to support the Neighborhood Empowerment Initiative, a program to build the capacity of urban neighborhoods. The City provided technical assistance to eight umbrella neighborhood associations located in and around Center Township in order to help these organizations become self-sustaining. CDBG funds supported the salaries of neighborhood coordinators, individuals



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dedicated to community-building efforts within their neighborhoods. With the help of neighborhood coordinators, the umbrella associations applied for CDBG funds to support a variety of neighborhood development projects. In total, \$564,735 was invested in this initiative which served 634 low and moderate income individuals in 1999.

Finally, CDBG funds supported a variety of other public service activities primarily located within urban neighborhoods. The City invested in senior programs designed to promote wellness, socialization and employment opportunities for the elderly and to facilitate senior transportation to access services. Funding was also allocated for youth activities, including a summer youth initiative with the Lilly Endowment and the Indianapolis Foundation. Through this program, area youth were provided with constructive ways to spend the summer months. Additional dollars were awarded to Marion County Health and Hospital Corporation who provides primary health services to low-income individuals.

In 1999, CDBG funds addressed all of the objectives set forth in the Consolidated Plan. All projects that received CDBG awards addressed at least one of these objectives and many of them were aimed at addressing a number of the needs simultaneously.

Relationship of CDBG Funds to the Annual Action Plan

Each year, the City must submit an Annual Action Plan to HUD, detailing the actions that will be undertaken in that year to address the goals of the Consolidated Plan. Throughout the year, a number of changes were made to the anticipated CDBG allocations outlined in the Annual Action Plan. Additional dollars available from prior year carryover or from projects that did not move forward were reallocated to be used for other projects requesting funding mid-year. The chart on the following page illustrates any changes that were made and offers an explanation for that change.



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REVISED 1999 CDBG ACTIVITIES

Organization	Project	Original Budget	Revised Budget	Change	Explanation
W. Indianapolis CDC	Homeowner Repair	\$260,000	\$280,000	\$ 20,000.00	Awarded 2 additional home repair units
Community. Action	Homeowner Repair	\$ 100,000.00	\$ 121,426.00	\$ 21,426.00	Awarded 3 additional home repair units
United NE CDC	Homeowner Repair	\$ 50,000.00	\$ 80,000.00	\$ 30,000.00	Awarded 3 additional home repair units
UNWADC	Homeowner Repair	\$ 360,000.00	\$ 500,000.00	\$ 140,000.00	Awarded 8 additional home repairs units and two demolitions
MLK CDC	Transitional Housing	\$ 142,000.00	\$ 172,000.00	\$ 30,000.00	Awarded additional funds to support the Coburn Place facility
BOS CDC	Homeowner Repair	\$ 100,000.00	\$ 134,500.00	\$ 34,500.00	Awarded 5 additional home repair units
King Park	Homeowner Repair	\$ 50,000.00	\$ 70,000.00	\$ 20,000.00	Awarded 2 additional home repair units
Martindale Brightwood CDC	Homeowner Repair	\$ 50,000.00	\$ 80,000.00	\$ 30,000.00	Awarded 3 additional home repair units
Emergency Home Repair	Home Ownership	\$ 201,874.00	\$ 12,000.00	\$ (189,874.00)	Reallocated to individual organizations performing home repairs
Park Rangers	Park Services	\$ 45,000.00	\$ -	\$ (45,000.00)	Project was funded with local dollars.
Keystone I-70	Economic Development	\$1,267,500.00	\$2,192,500.00	\$ 925,000.00	Awarded funding for costs associated with relocating residents and for additional acquisitions for the creation of an industrial park.
Section 8 Loan Repayment	Repayment	\$ 250,000.00	\$1,416,860.00	\$1,166,860.00	Carry over funds and program income were used to pay the balance of this loan to avoid further interest costs.
Planning and Administration	Administration	\$2,031,200.00	\$2,443,600.00	\$ 412,400.00	Amount was increased to reflect 20% of entitlement and program income.
Englewood CDC	Homeownershi p	\$ 125,000.00	\$ -	\$ (125,000.00)	Project did not go forward due to unforeseen circumstances.
Barnes Unt. Meth	Transitional Housing	\$ 100,000.00	\$ -	\$ (100,000.00)	Project did not go forward due to unforeseen circumstances.
Ind Private Industry Council	Employment Training	\$ 600,000.00	\$ 645,000.00	\$ 45,000.00	Awarded additional funds to support the America Works program.
16th and MLK	Economic Development	\$ -	\$ 692,313.00	\$ 692,313.00	Funds awarded for a project to create jobs through the acquisition and clearance of a plot of land for commercial use.
ECI	Homeowner Repair	\$ -	\$ 50,000.00	\$ 50,000.00	Awarded 5 home repair units.
HOZ	Affordable Housing	\$ -	\$ 50,000.00	\$ 50,000.00	Awarded funds for acquisition costs in the Homeownership Zone
Youth Initiatives	Youth project	\$ 200,000.00	\$ 229,600.00	\$ 229,600.00	Awarded funds to purchase summer youth passes.



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Enterprise Community

The CDBG regulations offer certain flexibilities for activities being carried out in a federally-designated National Revitalization Strategy Area. In Indianapolis, this area is essentially coterminous with the City's Enterprise Community (EC). The EC is a federal designation that uses tax incentives and flexible grants to strengthen community-based partnerships, create economic opportunities and sustain community development.

Community Based Partnerships

The Indianapolis EC has tried to keep up with the new partnerships established through the Empowerment Zone Strategic Planning process. These partnerships have been particularly helpful in moving forward with the goals and initiatives discussed in the Empowerment Zone Plan. Marion County Health and Hospital, for example, helped to put together an application for the Lead-Based Paint Hazard Control Grant made available through HUD. This grant would have helped the EC meet several of the goals established in the EZ by supporting homeowners, promoting healthy neighborhoods and providing a skilled workforce. The City did not receive this grant but received technical assistance which may make future submissions more successful.

Also, EC Board members served on a planning committee that was established to look at Inner-City Retail Initiatives. This study has uncovered the buying power that exists in Indianapolis urban neighborhoods, including the EC, and the loss of those spending dollars to suburban areas. A workshop was held in the fall of 1999 which announced the results of that planning effort and provided the EC an opportunity to promote its projects and programs to the retail and real estate development community.

Economic Opportunity

Indianapolis' EC has focused the largest amount of its resources to meet the goal of economic opportunity. EC projects are focused on creating new job opportunities, providing job training and placement services and assisting small businesses with information that will aid their search for capital to expand and grow.

The JobLink Program, which provides health care and precision machining training to EC residents has endured many challenges, but has passed the project development phase and training has begun. The health curriculum has been training EC residents for a full year. With Indianapolis' largest hospital system as the key partner, EC residents are given an entry-level job and begin career counseling immediately. The program participants are then assigned to a career mentor and offered continuing education programs to help them meet their goals. Last fall, the precision machining curriculum has started training its first EC residents as well.



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Technical Training Services and the Indianapolis Urban Enterprise Association are two additional organizations helping the EC carry out the workforce development plan. These organizations continued to provide quality job training and placement services to the EC residents. Their combined efforts saw 137 EC residents trained and eighty-eight placed in jobs over the last year. Many challenges continue to confront these organizations in serving the EC residents, such as a greater need than the dollars available can support, dealing with the lack of transportation, and the difficulty of tracking those residents who change addresses or jobs without notice. These organizations continue to search for ways to address these challenges and provide EC residents with the skills and connections they need to find gainful employment.

The EC's portion of the I-70/Keystone Industrial Park was completed over the last year. The EC funds provided predevelopment dollars toward this economic opportunity. Also, this project was awarded additional support through the EDI/BEDI/Section 108 Program last year.

Sustainable Community Development

Under this goal, the Indianapolis EC seeks to provide more homeownership opportunities and increased safety in area neighborhoods.

The EC's initiative to increase the amount of homeownership opportunities is met with a loan pool that provides gap financing to those building and rehabilitating homes. This loan pool has consistently been underutilized and the board continues to struggle with finding the best uses for these funds.

New streetlights continue to be installed in the darkest spots in the EC. These new lights have a positive impact on the residents who live in the EC. Many residents have commented on the increased perception of safety in the newly lit areas, and the deterrent that the lights are to criminals and drug dealers.

Other Considerations

As the Indianapolis EC programs continue to run smoothly and effectively, the challenge of board involvement continues to grow. The board desires for the work and efforts the EC represents to continue long after the EC has expired, and yet it struggles to keep the momentum going. The biggest challenge facing the Indianapolis EC over the next year will be to find ways to encourage others to become involved and keep the effort going.



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HOME Investment Partnerships Program

The 1995-1999 Consolidated Plan identified the following housing activities as priorities: support of rental housing, preservation of homeownership and the creation of homeownership opportunities. In 1999, HOME funds were primarily used to create new rental units and to create homeownership opportunities.

The City allocated approximately \$1.27 million of HOME funds to support rental housing in 1999. These funds were provided to support three tax credit projects and two transitional housing projects. The tax credit projects will create eighty-three affordable units to be leased to individuals or families with incomes at or below 60% of the median family income. These projects include Kenwood V in the Near North area, Ravenbrook Apartments in the Martin Luther King area, and Wheeler Arts in the South East Neighborhood Development area. One of the transitional housing projects will temporarily house eight homeless persons recovering from a medical illness, and the other project will provide transitional housing for four homeless veterans.

Nearly \$1.4 million HOME funds were provided to create sixty-six new homeownership opportunities in Marion County. The creation of homeownership is primarily done by Indianapolis Community Housing Development Organizations throughout Center Township. This is being done through new construction, acquisition and rehabilitation of vacant structures, and by providing direct homeowner assistance. In addition, the City allocated \$600,000 of 1999 HOME funds to the Indianapolis Neighborhood Housing Partnership to provide homebuyer subsidies to low-income persons purchasing homes in the Homeownership Zone.

In 1999, the City allocated a total of \$3.27 million HOME funds to address the housing priorities identified in the Consolidated Plan. The City anticipated awarding another \$800,000 to support low-income housing tax credit projects. However, only one of the four applicants from Indianapolis was actually awarded tax credits from the Indiana Housing Finance Authority. This drastically reduced the number of new rental units anticipated in 1999. The City will continue to financially support viable rental projects as well as homeownership projects with remaining HOME funds.

Affirmative Marketing

Affirmative marketing seeks to provide information and then attract eligible persons to available housing without regard to race, color, national origin, sex, religion, familial status or disability. In late 1999 the City updated its Grants Management Policies to include procedures to maintain compliance with affirmative marketing. These policies are attached to all HOME agreements and, therefore, are contractually binding.



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As stated in the revised policies, when HOME funds are provided for rental or homebuyer projects containing five or more HOME-assisted units, project owners are required to:

- inform the public, purchasers and potential tenants about fair housing laws and procedures;
- submit a report to the Division of Community Development and Financial Services describing what is being done to affirmatively market HOME-assisted housing including efforts being made to reach any population that is not likely to apply for the housing project (this report is part of the closing documents releasing the final payment to each owner); and
- maintain files documenting their efforts to affirmatively market HOME-assisted units.

In 1999, project sponsors marketed HOME-assisted units using a variety of techniques including: posting signs in community centers, churches and neighborhood associations; advertising in local newspapers and neighborhood newsletters; holding open houses and tours; erecting on-site signs; and offering incentives such as downpayment assistance and paying for moving expenses. These efforts have proven to be effective as project sponsors have decreased their housing inventory and leasing HOME-assisted units has been successful.

Also, in July of 1999 the City, Fannie Mae, and the Indianapolis Neighborhood Housing Partnership sponsored a Home-Buying Fair that was held at the Indianapolis Convention Center. Approximately 3,000 people attended this event to learn about low downpayment home loans and special programs and to have the opportunity to talk to lenders, counselors, and housing providers. Many HOME project sponsors had booths at this event to advertise their products and talk to potential homebuyers. The Home-Buying event was a success and another one is scheduled for May 13, 2000 at the Indiana State Fairgrounds.

Inspections/Recertifications

HUD conducted an on-site monitoring visit of the HOME program in September of 1999 and found that the City was not in full compliance with the inspection and recertification requirements of HOME-assisted rental units. The City is currently in the process of changing internal policies to correct this HUD finding.

In late 1999, the City revised its Grants Management Policies to address these concerns. The revision states that failure to submit tenant income recertification reports will result in default of the HOME agreement and all notes will become due and payable and all grants will be repaid in full. The policies clearly state that applications for future HOME funds will not be accepted until all reports have been submitted.



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The Grants Management Policies now state that on-site inspections are required and the City will inspect a random sample of HOME-assisted units. After the inspection of the property and files, the City will issue a report to the project sponsor describing the results of the inspection. These policies state the consequences of failing to meet any of the requirements if deficiencies are found.

Also, the City is developing a database tracking system that identifies HOME-funded projects, the number of HOME-assisted units, and program compliance fields. This database will be used to assist the City in managing the long-term affordability and property standards compliance. This database should be completed in the spring of 2000 and will be implemented at the same time.

Minority Outreach

This section is an assessment of the effectiveness of the City's Minority Outreach Program. This program ensures the inclusion, to the maximum extent possible, of minorities and women, in all contracts entered into by the City in order to facilitate affordable housing activities. The following chart depicts the contract and subcontract amounts awarded to minority business enterprises (MBE) and women business enterprises (WBE).

Type of Contract	Total Dollar Amount	Amount to MBE	Amount to WBE	Percent of Total to MBE/WBE
Contract	2,374,485	216,150	275,165	20.7%
Subcontract	1,998,675	727,081	75,871	40.2%

The Home Program supports the City's overall goal of improving the utilization of minority and women-owned businesses for purchases, consulting services, construction and economic development projects. The objective is to make Indianapolis a city where all people have an equal opportunity to participate in business activities. The Home Program promotes minority and women-owned business participation through the following activities:

- All HOME project agreements stipulate that project sponsors shall use its best efforts to use minority businesses as defined by and in compliance with the City-County Ordinance No. 125.
- Home project sponsors are referred to the Office of Equal Opportunity for lists of MBE/WBE firms for contact and recruitment.
- The City's Office of Equal Opportunity conducts outreach activities to ensure that minority and women-owned businesses are aware of the availability of funds.

The City is continuing to improve its efforts in regards to outreach to minority and women owned businesses. In 2000, all HOME project agreements will include a list of MBE and WBE certified businesses as an information source to project sponsors. Also, the City will continue to work with HUD and the Office of Equal Opportunity to increase outreach.



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Emergency Shelter Grant

The Emergency Shelter Grant program supported the fourth objective set forth in the Consolidated Plan: to prevent homelessness. In 1999, the \$407,000 ESG allocation was distributed to twelve shelters, for the purposes of contributing to shelter operations, providing essential services (including health services, employment services, legal assistance and counseling) and supporting homelessness prevention activities. Three shelters used ESG funding to complete minor renovations, as well.

HUD requires that recipients of Emergency Shelter Grants match those awards with private funding. The chart on the following page lists project sponsors who carried out emergency shelter activities in 1999 and indicates the amount and source of match offered by each.

1999 EMERGENCY SHELTER GRANT MATCH

AGENCY	TOTAL SERVED	MATCH AMOUNT	MATCH SOURCE
Children's Bureau/ Family Support Center	306	\$13,000	United Way, Runaway and Homeless Youth, Title XX, Mc Kenney Homeless, and Robert McCormick
Community Centers Of Indianapolis, Inc.	75	\$245,200	United Way
Dayspring	919	\$200,000	The Indianapolis Foundation, Nicholas H. Noyes, Jr. Memorial Foundation
Holy Family/ Catholic Social Services	1,134	\$38,499	United Way, State ESG, St. Vincent Health and Hospital, FEMA, State Domestic Violence Prevention and Treatment
Homeless Initiative	288	\$35,500	Health Net and Bureau of Primary Help Grant
Horizon House	1,189	\$221,732	St. Vincent Hospital, Season for Sharing, NAP Tax Credits, State ESG, United Way, and Contributions
Julian Center	464	\$154,770	Title XX, Domestic Violence Prevention and Treatment, STOP Grant, Health Foundation of Greater Indianapolis, VOCA Grant, Target Grant
Mt. Olive Crisis Center	77	\$18,000	Mt. Olive Baptist Ministries
Salvation Army Harbor Light	1,435	\$223,312	Salvation Army
Salvation Army Social Services	1,556	\$80,420	Salvation Army
Salvation Army Day Center	14,834	\$25,964	Salvation Army
W.I.N.G.S/ Quest for Excellence	256	\$75,000	St. Vincent Hospital, St. Francis Hospital, Quest for Excellence Foundation, State ESG
Metro Public Transportation	3,500		
Total	26,033	\$1,331,397	



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Housing Opportunities for Persons With AIDS

The City has been receiving HOPWA funds since 1996. This program is designed to meet the housing needs of persons with HIV/AIDS and their families in Marion County and the surrounding counties. In 1999, the City received \$579,000 in HOPWA funding. As in years past, the Damien Center acted as the lead agency to administer services and to plan HOPWA activities. In an effort to provide outreach services to african americans living with HIV/AIDS, the City also entered into an agreement with the Salvation Army Harbor Light.

Damien Center

The Damien Center provided a variety of services including tenant/project based rental assistance, emergency assistance, operating costs for existing housing, supportive services, technical assistance, resource identification, and housing information. The Damien Center continued to work with other community partners in the Mapleton Fall Creek area to develop housing for women and children. Damien continued to provide tenant based rental subsidy and project based rental assistance through the Anderson AIDS housing, Federation Place, and the Blue Triangle. They also provided emergency funds for people at risk of becoming homeless by paying rent, utilities, and deposits. Through their housing information services, they educated consumers about housing options. Food and transportation services were also provided through their Food From the Heart volunteer program.

Salvation Army Harbor Light

In 1999, the Salvation Army Harbor Light worked with clients who were at high risk of becoming infected with HIV/AIDS. The agency provided a community-based treatment program for chronically addicted persons. Due to the risk associated with intravenous drug use, the grant provided residential abuse treatment, outpatient substance abuse counseling and drug screening. HIV/AIDS prevention education and short-term transitional housing in a dormitory, private room or semi-private apartment were also provided. The agency also provides outreach services with the John Boner Community Center, the Phoenix Apartments, and People's Health Center in order to provide supportive services directly in a high-risk community. The agency has cooperative referral agreements and/or other working arrangements in community centers, health agencies, Indianapolis Public Schools, Homeless Initiative Program, Center Township Trustee, Coalition for Homelessness Intervention and Prevention, AIDS fund, Indiana AIDServe, and others to allow for a continuum of care under the Hoosier Assurance Plan, the State mandated Managed Care Program.



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Administrative Oversight

Staff attended a 1999 national meeting of HOPWA formula grantees in Baltimore, Maryland to stay abreast of issues, receive technical assistance and skills training, examine models of nationally recognized programs, and network with other HOPWA providers. The City is committed to expanding the delivery of services through its RFP process and to addressing housing needs by working with the community to develop collaborative partners to identify additional housing options and support services to meet the needs of those HIV/AIDS clients who are living longer.

The City is continuing to improve its coordination efforts. Currently, the Grants Manager attends the state planning council meetings to interact with the broad-based providers represented on the council and provide input. The Damien Center continues to develop relationships and collaborate with HIV/AIDS providers to better coordinate services for their clients.

In 1999, HOPWA served 2,549 persons/households. The following shows a breakdown of all services delivered with HOPWA dollars in 1999.

2549	Total number of HIV/AIDS persons receiving Housing assistance
680	Total number of HIV/AIDS persons/households receiving Supportive Services
383	Total number of family units receiving housing assistance
503	Total number receiving Housing Information

Individuals received the following types of housing assistance:

Short-term, Mortgage and Utility Payments	SRO Dwelling	Short term Facility	Community Residence	Tenant- based Rental Assistance	Other Housing Assistance
553	2	4	1196	760	18



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Self-Evaluation

The completion of the CAPER affords staff an opportunity to reflect on the City's grants management practices. In large part, these reflections demonstrate that the overall process has been successful, as evidenced by the fact that four of the five Consolidated Plan goals were achieved over the past five years.

There are, however, a number of areas in which the City's management and use of housing and community development funds could be improved. The following section summarizes several of the challenges that the City must overcome in the coming years.

Project Sponsor Monitoring

The City partners with approximately forty organizations to provide housing and development activities to the community. In order to insure that those partners are providing quality service and are accurately reporting their accomplishments, the City has set in place a number of mechanisms to monitor the performance of Project Sponsors, including quarterly reports and annual monitoring visits.

The City's monitoring visits have focussed primarily on verifying statistical and financial information provided by Project Sponsors through quarterly reports and claims. With the institution of new monitoring procedures, City staff has been effective at confirming these types of data.

Gathering more complex information about the overall effectiveness of a program or its effect on the surrounding community, however, has proven to be somewhat more challenging. Staff has not been adequately trained to know how to probe deeper into a project to get a more comprehensive understanding of its impact.

In order to alleviate this concern, a staff member with expertise in program evaluation has been designated to assist other staff responsible for monitoring current programs. It is anticipated that the outcome of this additional assistance will be a more meaningful monitoring process that will enable the City to make more educated decisions about future funding for each project.

Grant Specific Improvements

Over the past few years, the City made a large effort to streamline its grants administration practices across all four federal housing and community development entitlement programs. Now that the fundamental management controls have been established, it is time to re-examine each individual grant program to identify nuances that fall outside of the streamlined practices.



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Community Development Block Grant

In 1999, the City funded over thirty projects as part of a summer youth initiative. These projects ranged in awards from \$500 to \$5,000 dollars. The relatively small amount of these awards made it difficult for the Project Sponsors to justify adding additional reporting requirements to their normal workload and likewise made it difficult for the City to adequately track and monitor the progress of these numerous programs that were only active during the summer months.

Learning from last year's experience, the City has created a policy to make a minimum award of \$2,500 for the 2000 summer youth project. It is anticipated that by funding fewer projects with larger award amounts, staff will have more time to spend with each Project Sponsor to ensure compliance with CDBG regulations and local policies.

HOME Investment Partnerships Program

The City's management of the HOME Program has undergone significant changes in recent years, yet several challenges remain. Unlike other programs, the HOME grant requires that the City monitor a project over an extended period of time, often as much as fifteen years in order to recertify that it is in compliance with HOME regulations. In particular, the City must verify that each project that has received HOME funding in the past is maintaining rents that are affordable to low-income families and that the property meets specified standards.

As a project gets farther into the affordability period, it is often difficult for City staff to maintain adequate contact with the Project Sponsor in order to complete the recertification and inspection process. By this point in the process, the Project Sponsor has received all grant funds, and therefore the City cannot withhold funding as a matter of recourse until the project is brought into compliance as it would with annual monitoring issues on current projects.

In 2000, the City will launch a recertification and inspection process with new guidelines, in an effort to improve the accuracy of long-term reporting. The City will concentrate the efforts of the HOME grants management team on ensuring that processes are established that will facilitate program compliance in the future.

Housing Opportunities for Persons with AIDS and Emergency Shelter Grant

Like the CDBG and HOME programs, the HOPWA and ESG programs have instituted quarterly reports in order to gather data about the clientele that Project Sponsors serve. Unlike the two programs primarily focussed on housing, however, these programs must count not only the number and demographics of clients, but they must tie those clients to the services that they receive. The complexity of this data has made it difficult to track the clients without duplicating information across services.



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In order to simplify the reporting process, the City will revise its quarterly reporting form for human services projects and then make that form available over the internet, as it did for construction projects in 1999. Formulas imbedded within the report should alleviate the Project Sponsor's responsibility for cumulative tallying and lead to more accurate data.

Conclusion

Over the past several years, the City has set in place a number of processes that have allowed staff to better evaluate the outcomes of housing and community development projects funded with HUD dollars. As the City begins to enact the strategies of the next five year Consolidated Plan (effective from 2000 to 2004), staff will continue to search for ways to improve the overall efficiency of the service delivery system in order to meet the goals set forth for the next five years.



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Appendix A



Appendix B



Appendix C



Appendix D



Appendix E